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Subject:  TRENDS and CHANGES in POLISH  
CONSTRUCTION INDUSTRY

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New Trends and changes in housing and rural construction.

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Introduction and remarks

The government started from 1956 a new course in housing construction.

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This part will describe the characteristic trends of the new policy in housing construction on the basis of the latest official statistics published by GUS and thorough studies of the Housing Construction Institute in Warsaw. The studies concerning housing construction in Poland are lately more thorough and the official statistical data is at present, extensive. However there are still differences and inaccuracies in statistics published by the same source i.e. between the Statistical Bulletin and Statistical Year Book of GUS.

Nevertheless, housing construction is no doubt one of the best described sectors in the official publications and for this part of the study several new tables and statistical data published in 1959 were used. A detailed description of the sources are given in the text.

Current Trends and Changes in Development of housing Construction

One of the main changes showing progress and some real improvement in construction is the new housing construction policy. It is a significant <sup>quantitative</sup> ~~quantitative~~ increase in housing construction and there is a change of proportion of state construction to non-state construction. The latter, although it is not implemented by the state, is also not entirely private and for this reason is called "Construction from the means of the Population" (Budownictwo ze srodkow ludnosci). This definition was already ex-

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plained  about the new policy 25X1

in housing construction. This part will deal with current trends in the development of the state, cooperative and construction from the means of the population.

Tables I and II show that the number of rooms built in Poland increased from 178,800 in 1950 to 368,600 in 1958. Taking the year 1950 as 100, the index for the year 1958 is 206. But the number of rooms built by the state at the same time increased only from 119,400 in 1950 to 200,600 in 1958, i.e. the index for the year 1958 is only 168 but the non-socialized construction in 1950 was 59,400 rooms and in 1958, 168,000 rooms so the index of increase is 280. It should be added here that the non-socialized construction was at its lowest in 1952 when it amounted to only 39,800 rooms. In relation to this lowest level in 1952 the non-socialized housing construction increased in 1958 more than four times and the index for the year 1958, taking 1952 as 100, amounts to 420.

Table 1.

## Housing Construction in Poland During the Years 1945-1958

|                  | Total               | Socialized Economy | of which Cooperatives | Non-socialized economy |
|------------------|---------------------|--------------------|-----------------------|------------------------|
|                  | (in thousand rooms) |                    |                       |                        |
| Period 1945-1949 | 1,590.0             |                    |                       |                        |
| 1950             | 178.8               | 119.4              |                       | 59.4                   |
| 1951             | 175.9               | 130.1              |                       | 45.8                   |
| 1952             | 174.3               | 134.5              |                       | 39.8                   |
| 1953             | 208.8               | 160.8              | 0.4                   | 48.0                   |
| 1954             | 209.4               | 160.4              | 2.0                   | 49.0                   |
| 1955             | 252.1               | 178.9              | 2.9                   | 73.2                   |
| 1956             | 263.5               | 159.6              | 3.3                   | 103.9                  |
| 1957             | 340.6               | 207.4              | 5.5                   | 133.2                  |
| 1958             | 368.6               | 200.6              | 7.4                   | 168.0                  |

(Source: Fundamenty, 26 July 1959)

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Table II

Rooms given for use in the National Economy in 1958  
according to Statistical Bulletin, No 5, 1959, page 19

|   |         |         |
|---|---------|---------|
| Total number of rooms   | 368,611 |         |
| of which socialized economy   | 200,582 |         |
| of which state economy  | 188,224 |         |
| of which construction by peoples' councils  |         | 85,552  |
| Rooms regained after capital repairs  |         | 14,569  |
| Built by cooperatives   | 12,358  |         |
| Of which Association of Housing cooperatives  |         | 7,425   |
| of which non-socialized economy   | 168,029 |         |
| In 1950 the state built 119,400 rooms, i.e. twice as much as socialized economy which built |         | 59,400  |
| In 1952 the state built even 134,500 " 3.4 " " " " " <i>economy which built</i>             |         | 39,800  |
| And in 1958 the state built 200,600 " 1.2 " " " the non-socialized economy                  |         | 168,000 |

This tendency is illustrated in financial outlays for the housing construction during the years 1956, 1957 and 1958 given in Tables III, IV, V, VI and VII in state and free market prices as follows:

| As it is indicated in Table VI                               | % of the total outlays<br>for housing construction |
|--|--|
| Outlays from own means of the population amounted in 1958 to | 36.4%  |
| Outlays by the state   | 58.6%  |
| Outlays by cooperatives                                      | 5.0%   |

The same tendency to increase the share of outlays from the means of the population remains in the Five Year Plan 1961-1965.

According to Directives for development of the Polish Peoples' Republic, 1959-1965 the planned index of increase for investment outlays in socialized economy during the years 1961-1965 in relation to the current five year plan 1956-1960 amounts to 142, however for investments from the means of the population this index is 187.

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Table III

Estimate of investments for housing construction in 1956 and 1957

According to Tadeusz Zarski, Bulletin of the Housing Construction Institute, attached to Miasto No. 4, May 1959.

|  | Outlays according to<br>state price system in<br>million zlotys in 1956<br>prices (1956=100) |       | Rooms given for use<br>in thousands- (1956=100) |       |
|--|--|-------|---|-------|
|  | 1956   | 1957  | 1956  | 1957  |
| Total outlays                          | 9,062  | 122.8 | 263.5   | 129.3 |
| Outlays in socialized<br>economy       | 6,498  | 118.1 | 159.6   | 129.8 |
| Outlays in non-socializ-<br>ed economy | 2,564  | 134.6 | 103.3   | 128.3 |

Table IV

The Share of outlays in socialized and non-socialized economy in relation to the total outlays for housing construction in 1957 in 1957 prices.

|  | Outlays for housing con-<br>struction according to<br>state price system<br>in million zlotys in % |      | Rooms given for use<br>in thousands in % |      |
|--|--|------|--|------|
|  |  |      |  |      |
| Total outlays                          | 13,656   | 100  | 340.6                                    | 100  |
| Outlays in socialized<br>economy       | 9,236  | 67.6 | 207.3                                    | 60.9 |
| Outlays in non-social-<br>ized economy | 4,420  | 32.4 | 133.3                                    | 39.1 |

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Source: the same as in Table III

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Table V

The share of outlays from the socialized economy and from own means of the population in relation to total outlays for housing construction in the years 1956-1957

|   | In 1956 according<br>to current 1956<br>prices  | In 1957 according<br>to current 1957<br>prices |
|---|---|--|
|   | In reference to construction from own means<br>of the population, the free market price<br>system was applied |  |
| Total outlays (in million zlotys)                                   | 9,728   | 14,574   |
|   | (In percentage)   |  |
| Outlays from socialized sources                                     | 69.3%   | 67.2%  |
| Of which: allocations for state<br>construction                     | 65.4%   | 61.5   |
| realized credits given<br>by the intermediary of<br>Investment Bank | 1.6%  | 3.2%   |
| Outlays from own means of the population                            | 30.7%   | 32.1%  |

Source: Tadeusz Zarski, Bulletin of the Housing Construction Institute, attached to Miasto No 4, May 1959.

Table VI

The share of outlays for various types of construction in relation to the total outlays for housing construction in 1958.

|   | Outlays for housing construction in 1958 according to the state price system in million zlotys in current prices | The number of rooms given for use in 1958 in thousand rooms |
|---|--|---|
| Total outlays in absolute figures                                       | 15,869.8   | 368.6   |
|   | in percentage  | %   |
|   | 100.0  | 100.0   |
| A. Total outlays for construction in socialized economy                 | 63.6   | 54.4  |
| of which for cooperative housing construction                           | 5.0  | 2.0   |
| B. Outlays for individual construction from own means of the population | 36.4   | 45.6  |
| 1. of which for construction not connected with agriculture             | 17.5   | 15.9  |
| a. with the aid of state credits  | 13.8   | 10.5  |
| b. without state aid  | 3.7  | 5.4   |
| 2. For construction connected with agriculture                          | 18.9   | 29.7  |

Ad 1. For the agriculture population only 25% were allocated although this population amounts to 47%. The outlays increased by 17%, and the rooms given for use by 8% in relation to 1957.

Ad 2. The credits amount to 10% of the outlays, which ~~represents~~ represents a big ~~surprise.~~ increase.

Source: Fundamenty, 16 August 1959



Table VII

Outlays for housing construction in 1958 in million zlotys in current prices.

| Contents  | Estimate according to price system |            |
|---|------------------------------------|------------|
|   | State                              | Freemarket |
| Total Outlays   | 15,869.8                           | 16,976.9   |
| I. Outlays in the socialized economy total                                  | 10,096.8                           | 10,138.9   |
| Of which:   |                                    |            |
| 1. Building and construction by the People's Councils                       | 5,030.8                            | 5,030.8    |
| 2. Construction by non-agricultural ministries                              | 3,317.8                            | 3,317.8    |
| 3. Construction by cooperative  |                                    |            |
| Housing societies   | 801.1                              | 843.2      |
| 4. Housing construction carried out by agricultural ministries and agencies | 947.1                              | 947.1      |
| II. Outlays in the non-socialized economy total                             | 5,773.0                            | 6,838.0    |
| of which:   |                                    |            |
| 1. Housing Construction not connected with agriculture                      | 2,772.0                            | 3,134.0    |
| a. with aid of state credit   | 2,178.0                            | 2,454.0    |
| b. without state credits  | 594.0                              | 680.0      |
| 2. Housing connected with agriculture                                       | 3,001.0                            | 3,704.0    |

Source: Fundamenty 16 Aug. 1959 "Budownictwo Mieszkaniowe w 1958" page 3.  
Research by engineer Dangel of the Housing Construction Institute

In order to get the outlays from the means of the population to increase this much, the state is increasing the credits for the population. It is planned that these credits will amount to 38.1 billion zlotys in the period 1961-65 in comparison with 16.6 billion zlotys during 1959-1960. Here ~~are~~ the index of increase is 230.

The trend of absolute increase of newly built rooms is also maintained. In 1958 a total of 368,000 rooms were built and it is foreseen that in 1965 a total of 465,000 rooms, i.e. 26% more, will be built. It is expected that during the Five Year Plan 1961-1965, a total of 2,000,000 rooms will be built in comparison with 1,200,000 rooms

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constructed during the present period 1956-1960, i.e. an increase of 68%.

Despite this large increase in absolute figures, it is too low in relation to the increase of the population, not mentioning the influx of people into towns in connection with industrialization and the needed improvement of the existing housing situation in the country.

As is seen from Table VIII, the number of rooms per 1,000 persons of increase of population is 651 rooms i.e. one for ~~for~~ 1.52 persons which is still a very high index of crowding.

Table VIII

## Dwelling Rooms Completed and handed over for use

|   | 1950-<br>to<br>1955 | 1955  | 1956  | 1957  | 1958    |
|---|---------------------|-------|-------|-------|---------|
| Total (thousand rooms)                  | 1,199.3             | 252.1 | 263.5 | 340.6 | 340.0** |
| Socialized economy                      | 884.1               | 178.9 | 159.6 | 207.4 | 200.8   |
| of which dwelling cooperative societies | 5.3                 | 2.9   | 3.3   | 5.5   | 7.4     |
| Non-socialized economy                  | 315.2               | 73.2  | 103.9 | 133.2 | 139.2   |
| of which with state assistance**        | 2.5                 | 2.4   | 10.3  | 21.5  | 38.7    |
| Urban areas*                            | 805.0               | 153.2 | 153.3 | 191.1 | 203.3   |
| Rural Areas                             | 394.3               | 98.9  | 110.2 | 149.5 | 136.7   |
| Socialized economy                      | 130.9               | 40.9  | 31.4  | 41.4  | 31.3    |
| Non-socialized economy                  | 263.4               | 58.0  | 78.8  | 108.1 | 105.4   |

## Remarks:

|                       |       |       |       |       |       |
|-----------------------|-------|-------|-------|-------|-------|
| * of which socialized | 753.2 | 138.0 | 128.2 | 165.9 | 169.5 |
| non-socialized        | 51.8  | 15.2  | 25.1  | 25.2  | 33.8  |

\*\* Excluding rooms built thanks to credit granted to farmers  
The Statistical Bulletin, 1959 gives the number of rooms built in 1958 368,600

Source: Concise Statistical Yearbook 1959, p.82.

~~CONFIDENTIAL~~Changes caused by new housing policy

The new housing construction policy caused the following changes in the direction of housing investments during the years 1956-1958:

a. The tempo of development of housing construction from own means of the population exceeds the increase of outlays for other types of housing construction

The share of outlays for housing construction in relation to the total investment outlays in the national economy amounted to:

19.1% in 1956

22.7% " 1957

23.8% " 1958

The plan for the year 1959 foresees 70,000 rooms, i.e. 28,000 apartments from own means of the population (of which 30,000 will be built by cooperatives, 40,000 by individuals, general use and factory housing). The credits allocated for this housing construction from own means of the population amount to 2,300 million zlotys. During the first half year 1959, 1,900 millions were approved and 1,356 millions were already put into effect.

b. The total outlays for housing construction grew during the years 1956-1958 by 42%. In 1956 they amounted to 9,062 billion zlotys. Taking 1956 for 100 we obtain in 1957, 122.8% and in 1958, 142.1%.

c. For various types of ownership of housing this increase is different as follows:

The outlays for state housing construction

and state type cooperatives in 1956 6,558 billion zlotys are 100.0

1957 117.2

1958 121.2

As is seen, the increase of state housing construction is less than the increase of total housing construction

d. Instead cooperative housing construction (which during the years 1949-1955

(b)(1)(3)(7)(9)

almost disappeared completely as a result of the state housing policy at that time increased, and amounted: in 1956 to 140 million zlotys or 100%, in 1957 to 160.5 and in 1958 to 446.7%. It should be remembered however, that the starting point in 1956 was very low, therefore this type of construction is not yet large in absolute figures but it is still growing fast.

Detailed figures concerning the development of cooperative housing construction are given in Tables IX and X.

<sup>e</sup>  
a. The greatest increase is in construction from own means of non-agricultural population with the aid of state credits which amounted to: 442 million zlotys, i.e. 100% in 1956, 221.7 in 1957, 584.6 in 1958.

Table IX

## Development of cooperative construction

The number of housing cooperatives according to categories in 1957 and 1958

|  | 1957 | 1958 | 1 July 1959 |
|--|------|------|-------------|
| Total  | 492  | 844  | 981         |
| a. General tenants cooperatives  | 92   | 243  |             |
| b. Workers " "   | -    | 108  |             |
| c. Housing-construction "  | 280  | 347  |             |
| d. Housing-administration cooperatives   | 27   | 24   |             |
| e. Cooperative associations for the construction of one family individual houses | 93   | 122  |             |

Remarks: In 1959 cooperatives exist in 281 towns, but 42% of them are in the voivodship towns where there are difficulties in allocation of building lots.

Table X

## Housing construction realized by cooperatives during the years 1956-1958

|  | 1956  | 1957  | 1958  | 1959 Plan |
|--|-------|-------|-------|-----------|
| Total  | 3,356 | 5,456 | 7,366 | 30,000    |
| Tenants housing cooperatives                   | -     | 231   | 2,214 |           |
| Housing-construction cooperatives              | 416   | 957   | 906   |           |
| Cooperative associations for one family houses | 2,940 | 4,268 | 4,246 |           |

At the end of 1958, rooms built by the cooperatives amounted to 37,900 in rough stage.

f. However, housing construction from own means of the non-agricultural population without the aid of state credits has not increased. It amounted to 467 million zlotys or 100.0 in 1956, 122.8 in 1957, 99.0 in 1958.

g. The outlays for housing construction from own means of the agricultural population show some growth in accordance with the increase of the total outlays for housing construction namely: 1,655 million zlotys or 100.0 in 1956, 114.7 in 1957, 141.7 in 1958.

Table XI

Dwellings completed and handed over for use in 1957\*

|                        |         |   |
|------------------------|---------|---|
| Total                  | 116,753 | dwellings                                     |
| Socialized Economy     | 69,452  | "   |
| State                  | 66,718  | "   |
| of which               | 41,278  | by Building Management of Workers Settlements |
| Cooperative Economy    | 2,734   |   |
| of which               | 1,372   | dwelling cooperative associations             |
| Non-socialized economy |         |   |
|                        | 47,301  | dwelling                                      |
| Urban Areas            | 62,361  | "   |
| Social economy         | 54,686  | "   |
| non-social "           | 7,675   | "   |
| Rural Areas            | 54,392  | "   |
| Socialized economy     | 14,766  | "   |
| non-socialized economy | 39,626  | "   |

Source: Concise Statistical Yearbook 1959 page 81, Tables 7 and 8

\*Dwellings built by ZOR average about 2.5 rooms. Other authorities built dwellings which have a higher average number of rooms- approx. 3.

As is seen from Table XI the following number of dwellings were completed in 1957 and handed over for use:

|                |        |
|----------------|--------|
| in urban areas | 62,361 |
| in rural areas | 54,392 |

The rural areas were still neglected since nearly half of the population in Poland (exactly 47%) is agricultural.

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The figures published in the English edition of the Statistical Yearbook 1959 called Concise Statistical Yearbook 1959 differ a little from the studies of the Housing Construction Institute which are more precise. The figures from these studies in Table XII on page .14. show that in 1958

|                |                   |                    |               |
|----------------|-------------------|--------------------|---------------|
| in urban areas | 70,000 apartments | i.e. 193,100 rooms | were built    |
| in rural areas | 58,600            | " " "              | 175,500 " " " |
| Total          | 128,600           | " " "              | 368,600 " " " |

From these more accurate figures of the Housing Construction Institute, an increase of the share of construction in rural areas is clear. The following figures are given for comparison of housing built in 1957:

|                |                   |                    |
|----------------|-------------------|--------------------|
| in urban areas | 68,000 apartment, | i.e. 191,100 rooms |
| " rural areas  | 54,400            | " " " 149,500 "    |
| Total          | 122,400           | " " " 340,600 "    |

The comparison of 1957 with 1958 shows the tendency of increasing housing construction in rural areas.

h. The state helps the population in the form of credits for non-agricultural population from the Investment Bank. In the past years this bank gave the following

|          |         |                    |
|----------|---------|--------------------|
| credits: | in 1956 | 154 million zlotys |
|          | " 1957  | 473 " "            |
|          | " 1958  | 1,290 " "          |

and for the agricultural population the Agricultural Bank gave the following credits:

|         |                   |
|---------|-------------------|
| in 1956 | 48 million zlotys |
| 1957    | 228 " "           |
| 1958    | 467 " "           |

Altogether these credits amounted:

|           |                    |
|-----------|--------------------|
| in 1956 - | 202 million zlotys |
| 1957      | 701 " "            |
| 1958      | 1,757 " "          |

Besides that, the population often received financial and other help from the

factories through the Factory Fund in the form of loans of pecuniary assistance,

but no data is available on this subject.

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Remark: The above figures are based on the article written by T. Zarski (Housing  
Construction 1958) in Fundamenty, 23 August 1959, page 11.

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Table XII

## Housing Construction in Poland in 1958

according to Bulletin of the Housing Construction Institute, Book 4-M, Warsaw,  
May 1959, article by J. Dangel.

|  | Thousand rooms |       |
|--|----------------|-------|
|  | 1957           | 1958  |
| Total  | 340.6*         | 368.6 |
| A. State construction  | 201.9**        | 193.2 |
| 1. By Peoples Councils including Administration of<br>Workers' Settlements Construction (DBOR) | 119.0          | 95.8  |
| 2. By Ministries and working establishments for<br>non-agricultural population                 | 106.7          | 85.5  |
| 3. By ministries and working establishments for<br>agricultural population                     | 34.2           | 34.0  |
| 4. Gain by capital repairs   | 14.5           | 14.6  |
| B. Cooperative construction  | 5.5            | 7.4   |
| C. Individual construction   | 133.2***       | 168.0 |
| 1. With the aid of state credits   | 21.5           | 38.7  |
| - general  | 16.2           | 29.9  |
| - workers factory  | 5.3            | 8.8   |
| 2. Without the aid of state credits  | 111.7          | 129.3 |
| - non-agricultural population  | 22.2           | 19.9  |
| - agricultural population  | 89.5           | 109.4 |
| - of which collective quartering construction in<br>calculated rooms                           | 9.4            | 5.4   |

Remarks:

\* In the Small Statistical Yearbook 1958 on page 65 -346.2 rooms  
 \*\* In the Small Statistical Yearbook 1958 " " " -203.3 "  
 \*\*\* In the Small Statistical Yearbook 1958 " " " -142.9 "

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i. Further changes take place within the state construction industry itself. While in the past the major part of this construction was completed by the Administration of Workers Settlements (ZOR) and by its subordinate Administrations of Workers Settlements Construction (DBOR), at present there is a trend to reduce this share of DBOR; more is built by the various ministries and by the factories and establishments themselves for their own employees. The Figures in Table XIII below illustrate this trend. The construction by ministries and establishments increased from 12% in 1956 to 28% in 1958 and shows a further tendency to increase.

Table XIII

Decrease of number of rooms built by Administration of Workers Settlements Construction (DBOR)

|                               |              |
|-------------------------------|--------------|
| DBOR built in 1958 total      | 94,859 rooms |
| of which for Peoples Councils | 85,501 "     |
| As contractor for ministries  | 7,901 "      |
| " for state enterprises       | 897 "        |
| " for cooperatives            | 560 "        |

The increase of construction by ministries and working establishments for the non-agricultural population in 1958 share in the total amount of public construction:

|         |        |       |      |     |
|---------|--------|-------|------|-----|
| in 1956 | 18,900 | rooms | i.e. | 12% |
| 1957    | 34,200 | "     | " "  | 17% |
| 1958    | 54,000 | "     | " "  | 28% |

j. Recently there is a new tendency to obtain new rooms by capital repairs and reconstruction of old apartment houses. Table XII shows that the following number of new rooms was obtained by repairs, division of old apartments, by building partition walls, etc: in 1957 - 14,500 and in 1958 - 14,600 rooms.

Summing up the new trends in housing construction the following tendencies can be underlined:

- The increase of the number of rooms built in absolute figures.
- The increase of the share of housing construction in investments of the national economy.
- The housing construction by the state increases relatively less than the total housing construction.
- Revival and development of cooperative housing construction.
- A strong increase of construction from own means of the population with the aid of state credits.
- Stabilization and even decreases of housing construction without credits by the non-agricultural population.
- Housing construction by own means of the agricultural population is increasing at the same rate as the total housing construction, i.e. at a medium pace.

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- h. The increase of credits given by the state.
- i. The increase of housing construction from state allocated funds by the ministries and establishments and factories, at the same time decrease of construction by ZOR.
- j. A tendency for obtaining new rooms by repairs, reconstructions and adaptation of old apartment houses.

The difficulties encountered by the new housing construction policy and its chances for success are described in detail in No. 6 of this series of reports.

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